CROWELL & MORING LLP

1001 PENNSYLVANIA AVENUE, N.W. WASHINGTON, D.C. 20004-2595 (202) 624-2500 FACSIMILE (202) 628-5116

ROBERT P. CHARROW OF COUNSEL (202) 624-2890 rcharrow@cromor.com SUITE 1200 2010 MAIN STREET IRVINE, CALIFORNIA 02614 (714) 293-8400 FACSIMILE (714) 283-8414

180 FLEET STREET
LONDON ECAA 2HD
44-171-413-0011
FACSIMILE 44-171-413-0333

November 2, 1998

VIA MESSENGER

Office of the General Counsel Federal Election Commission 999 E Street, N.W. Washington, D.C. 20463

Subject: MUR 4814

Dear Sir:

Please find enclosed an original and three copies of the Response of the Eugene Buckley to the Complaint in the above-noted matter. Please return an endorsed filed copy of the same.

Sincerely yours,

Robert P. Charrow

Counsel to Eugene Buckley

Robert P. Chowen by

Enclosures

BEFORE THE FEDERAL ELECTION COMMISSION

Connecticut Republican State)	
Central Committee)	
Complainant)))	MUR 4814
v.)	
)	Response of Eugene Buckley
Friends of Jim Maloney Committee)	
et al.)	
Respondents)	
	.)	

Introduction

This response is submitted on behalf of Mr. Eugene Buckley with respect to a complaint filed with the Federal Election Commission ("Commission") by the Connecticut Republican State Central Committee against a congressional campaign committee and two members of Congress. It is submitted that the complaint should be dismissed as to Mr. Buckley for the reasons stated herein.

This complaint is surprising in a number of respects. First, Mr. Buckley is not named as a respondent in the complaint. Second, Mr. Buckley's sole involvement in this matter has been as a contributor through his employer's

The regulations implementing the Federal Election Campaign Act of 1971, as amended, ("FECA") require that a complaint "clearly identify as a respondent each person or entity who is alleged to have committed a violation." 11 CFR § 111.4(d)(1). Here, the complainant presented no evidence indicating that Mr. Buckley had violated FECA and thus, the complainant did not name Mr.

campaign and nothing in the complaint suggests to the contrary. Mr. Buckley has had the apparent misfortune of becoming embroiled, as an innocent bystander, in an inter-party dispute that gave rise to this complaint. Third, the Commission has chosen to treat him as a respondent even though the reporting and designation obligations at issue in the complaint are not the responsibility of any contributor, but rather are the sole responsibility of campaign committees. See 11 CFR Part 104. A campaign committee's ability to accept a post-election contribution, such as the one made by Mr. Buckley, turns on whether it had an outstanding debt, a fact unknown to a typical contributor until after the contribution has been made, the reporting period closed, and disclosures filed with this Commission.

The Commission should find no reason to believe that Mr. Buckley violated the Federal Election Campaign Act of 1971, as amended, 2 U.S.C. §§ 431 et seq., because Mr. Buckley executed the necessary redesignations within the sixty day period, as expressly authorized by the regulations. See 11 CFR § 110.2(b)(3)(i). This sixty day window is critical because a contributor has no way of knowing whether his or her post-election contribution is proper until after the committee has determined whether it is running in debt, and if not, so advises the contributor within the requisite time, as was done here.

^{(...}continued)

Buckley as a respondent. Since he has not been named as a respondent, the complaint as to him should be dismissed.

Statement of Facts

United Technologies Corporation maintains a separate segregated fund known as the "United Technologies Corporation Employee Political Action Committee" ("UTC PAC"). UTC PAC is registered with the Federal Election Commission as a multicandidate political committee.² The respondent, Mr. Eugene Buckley, as President and Chief Executive Officer of the Sikorsky Aircraft Corporation, a subsidiary of UTC, was eligible to contribute to the UTC PAC.

On July 24, 1998, Mr. Buckley contributed \$5,000 to the UTC PAC and earmarked that contribution as follows: (1) \$2,000—Congressman James Maloney; (2) \$1,000---Congresswoman Rosa DeLauro; (3) \$1,000---Congressman Terry Everett; and (4) \$1,000---Senator Richard Shelby. See Enrollment Card, Earmark Instructions (July 24, 1998), and copy of \$5,000 check executed on July 24,1998 by Mr. Buckley and payable to UTC PAC, all attached as Exhibit 1.

Mr. Buckley's \$2,000 earmarked contribution was transmitted to the Friends of Maloney ("Committee"), the Congressman's authorized campaign committee, on or about August 10, 1998, and was received by the Committee on or about August 15, 1998. See Friends of Jim Maloney, Twelfth Day Report, Schedule A, Page 12 of 22 (September 2, 1998), attached as Exhibit 2. The contribution was allocated \$1,000 to the 1998 primary election and \$1,000 to the 1998 general election. Id.

² UTC PAC's FEC identification number is C00035683.

According to the complainant, Connecticut held a primary election on September 15, 1998. However, Congressman Maloney had received his party's nomination at a state party nominating convention on or about July 13, 1998. Therefore, according to the complainant, his name would not appear on the September 15, primary ballot. As such, complainant asserts that Maloney's primary cycle ended on July 13, 1998, the day on which he was nominated by his party.

Inasmuch as Mr. Buckley's \$1,000 contribution, earmarked on July 24, and transmitted on or about August 10, was allocated to a "primary election" that had already been held on July 13, the Committee could only retain that contribution if "the contribution [did] not exceed net debts outstanding from such election." 11 CFR \$ 110.2(b)(3)(i).³ However, a putative contributor to the Maloney campaign had no way of publicly learning of the financial status of the campaign until that campaign had filed its disclosures with this Commission. The financial status of the primary cycle campaign Committee, *i.e.*, whether it had an indebtedness with respect to the July 13 convention, was not available to the public until after September 2, 1998, the date on which Friends of Maloney filed its report for the period July 1, 1998 through August 26, 1998. See Exhibit 2.

On September 30, 1998, Friends of Maloney advised Mr. Buckley via facsimile that its primary committee did not have an outstanding debt and,

According to the complainant, "such election" is the July 13, 1998 state nominating convention.

therefore, it offered Mr. Buckley the choice of either accepting a refund of the \$1,000 contribution or, in the alternative, agreeing to designate the \$1,000 contribution as one to Mr. Maloney's 1996 campaign which according to the September 30 letter still had "a small debt that remains outstanding." Letter from Meg Tansey (Friends of Jim Maloney) to Mr. Eugene Buckley (September 30, 1998), attached as Exhibit 3.

On that same day, Mr. Buckley signed the authorization permitting the campaign to designate the \$1,000 primary contribution as a contribution to retire the 1996 campaign debt. *Id.* Three days later, on October 3, 1998, Mr. Buckley received a copy of the instant complaint. The Committee has since filed an amended disclosure redesignating Mr. Buckley's contribution in accord with his wishes as indicated on the September 30 facsimile. *See* Friends of Jim Maloney, Twelve-Day Pre-Election Report for Primary, Amended Schedule A, Page 12 of 22 (October 14, 1998), attached as Exhibit 4.

Argument

The Commission should find no reason to believe that Mr. Buckley violated the Federal Election Campaign Act of 1971, as amended, 2 U.S.C. §§ 431 et seq. At issue in this case is whether Mr. Buckley adhered to the regulations that govern post-election contributions. In that regard, the facts are undisputed: everything that Mr. Buckley was required to do, he did and he did so well within the time frames set forth in the regulations.

The Commission's regulations properly place the primary burden of implementing the "no indebtedness" rule on the campaign committee, not the contributor. This is so because the candidate's committee is the only entity likely to know in a timely fashion the status of its indebtedness, and hence, whether it is in a position to accept an otherwise lawful contribution. Specifically, the regulations provide that:

[t]o the extent that such contribution exceeds net debts outstanding, the candidate or the candidate's authorized political committee shall . . . if deposited, then within sixty days from the date of the treasurer's receipt the treasurer shall take the following action, as appropriate:

- (A) Refund the contribution using a committee check or draft; or
- (B) Obtain a written redesignation by the contributor for another election in accordance with 11 CFR 110.2(b)(5).

11 CFR § 110.2(b)(3)(i).

The primary contribution at issue was received by the Committee on or about August 15, 1998. On September 30, 1998, less than sixty days after it received and deposited Mr. Buckley's contribution, Friends of Maloney transmitted via facsimile a letter to Mr. Buckley advising him of the fact that the Committee had no outstanding debt with respect to the July 13, 1998 state convention and, therefore, his contribution could not be allocated to the primary cycle. See Exhibit 3. The Committee provided Mr. Buckley with two options. The Committee would refund his \$1,000 contribution or, if he so authorized in writing, the Committee would allocate his contribution to Congressman Maloney's 1996 campaign committee,

which according to the letter had a small outstanding indebtedness. On September 30, 1998, Mr. Buckley executed and returned the document authorizing the Committee to allocate his contribution to the 1996 Committee.⁴ Id. In short, Mr. Buckley fully complied with the regulatory requirements.

This Commission has consistently held that the redesignation regulations are designed to comport with the realities of a campaign and that neither individuals nor campaigns are to be held liable for the unknowable or the undoable. This Commission recently articulated this view in Advisory Opinion 1992-15. In that case, an incumbent Member of Congress lost his party's primary. Before the primary, though, the incumbent received significant contributions designated for his general election campaign. Under the redesignation rule, the incumbent had 60 days from the date that the contributions were received either to refund those contributions or to obtain redesignations toward other campaigns. The Commission noted that applying the rule literally meant that the 60-day period could well lapse before anyone knows that there is a need to redesignate. "It is not until the results of the primary election are announced that the treasurer has actual notice of the need to obtain redesignations" Id. As result, the Commission permitted the 60-day period to run from the date of the primary election rather than the earlier date of receipt of the contributions even though the rule requires the opposite. Here, of course, Mr. Buckley only had "actual notice" of the campaign committee's

As noted above, on October 14, 1998, the Committee filed an amended report confirming the redesignation. See Exhibit 4.

lack of indebtedness on September 30, 1998 and on that same day he redesignated his contribution.

In short, Mr. Buckley not only complied with the letter of the law but also with its spirit. He should not be held responsible for the unknowable nor liable for unascertainable.

Conclusion

The sole issue before this Commission is whether there is sufficient evidence to support a "reason to believe" finding with respect to Eugene Buckley. The complaint contains no such evidence. Mr. Buckley complied fully with all regulatory requirements, including the sixty-day redesignation rule. Specifically, he executed the appropriate designation form less than sixty days from the date on which the contribution was received by the Committee. Therefore, the Commission should find that there is no reason to believe that Eugene Buckley violated any provision of the FECA and the complaint should be dismissed as to him.

Respectfully submitted,

Robert P. Charrow by ann Mr. Whele

CROWELL & MORING, LLP

1001 Pennsylvania Avenue, N.W.

Washington, D.C. 20004

(202) 624-2500

Counsel for Eugene Buckley

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Card Please fill out entire form and mail

Current payroll deduction contributors will continue their contribution and PACMATCH charity designation automatically. They should only use this form to change their contribution level, charity designation or address.

Two Options To Contribute To The UTC Employee PAC

Cash Contribution (\$5,000 maximum)
Enclosed is my contribution to the United Technologies
Corporation Employee Political action Committee in
the amount of \$ See Carmon & Indian to the Please make check payable to UTC Employee PAC.

Change of Address

Change of Payroll Deduction Amount

Eugene Buckley Pros + CEC

Home Address

Easton

CT OMIA

Social Security Number Employee Number

Si Korsky Aircraft 203-386-4413

Business Name
Office Telephone

Ro Box 9729-6900 Main St.

Susmes Mailing Address

CT 06615-912

E-Wei wadness

"PAC contributions are not deductible for federal tax purposes. Participation in the United Technologies Corporation Employee Political Action Committee is entirely voluntary and you have the right to refuse to contribute without reprisal. Participation is confidential within UTC except as

PAGMATCH

No match requested.

Have my PAC contribution matched to my business unit location's United Way campaign (We will inform your United Way coordinator c your pledge.)

Have my PAC committee matched by UTC to the following US charity.

Address

State Sto

The UTC PREMATCH check will be mailed directly to the charity will a copy of the letter provided to you. PacasatCH checks are mailed in the first quarter of the year for payroll deduction contributors and within thirty days of receipt for each contributors. Any chant selected must be tax-enempt under 26 U.S.C. Gson (CXS).

If you would like the UTC FALMATCH subtraining more than one charity in two increments, please supply this information for each charity. You receive no mount can benefits as a result of UTC's charitable constribution to the charity of your choice.

Name of Charity

Address

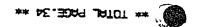
STATE STATE STATE

Questions? Please contact the UTC Employee PAC Administrator at 202-336-7470 (Technict 545-7470)

required for administration of the PAC and the United Wa campaign. Federal law requires political consmittees to re the name, mailing address, amount of domation, occupa and name of employer for each individual whose contrib tions aggregate in excess of \$200 in a calender year."

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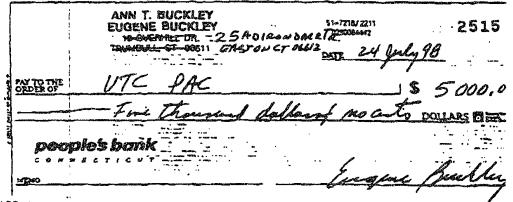
EARMARK INSTRUCTIONS:

\$2,000 - Congressman James Maloney \$1,000 - Congresswoman Rosa DeLauro \$1,000 - Congressman Terry Everett \$1,000 - Senator Richard Shelby

PACMATCH:

- 1. St. Catherine of Siena Catholic Church (\$2,000)
 200 Shelton Road
 Trumbull, CT 06611
- 2. St. Joseph's Manor (\$1,000) 6448 Main Street Trumbull, CT 06612
- 3. Notre Dame Catholic High School (\$1,000)
 220 Jefferson Street
 Fairfield, CT 06432
 Attn: Father Bill Sangiovanni
- 4. 1998 Annual Bishops Appear (\$1,000)
 Catholic Center Development Office
 238 Jewett Avenue
 Bridgeport, CT 06606
 Note: Earmarked to: Priests Retirement Fund

Eugene Buckley 7/24/98



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6.	Net Contributions (other than loans)					
	(a) Total Contributions (other than loans) (from Line 11(e))		166,390.50	530,982.8		
	(b) Total Contribution Refunds (from Line 20(d))		-0	250.0		
	(c) Net Contributions (other than loans) (subtract Line 6(b) from 8(a))		166,390.50	530,732.6		
7	Net Operating Expenditures					
	(a) Total Operating Expenditures (from Line 17)		128,535.26	416,923.		
	(b) Total Offsets to Operating Expenditures (from Line 14)		-0	216.:		
	(c) Net Operating Expenditures (subtract Line 7(b) from 7(a))		128,535.26	416,707.		
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	I certify that I have examined this Report and to the best of my knowledge an correct and complete. Type or Prior Name of Treassifer	1 belief it is true,		Local 202-219-3420		

Margaret Tansey, Assistant Treasurer

NOTE: Submission of false, erroneous, or incomplete information may subject the person signing this Report to the penalties of 2 U.S.C § 437g.

FEC FORM 3 (1994sed 4/87)

Date

SCHEDULE A

ITEMIZED RECEIPTS

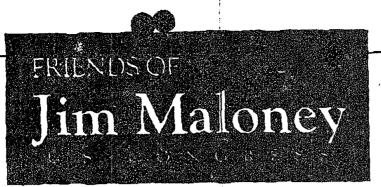


Use separate schedule(a) PAGE C) for each category of the 22 Detailed Summary Page

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Ilai Any information copied from such Reports and Statements may not be sold or used by any person for the purpose of soliciting contributions or for commercial purposes, other than using the name and address of any political committee to solicit contributions from such committee. NAME OF COMMITTEE (in Full) FEC ID No. C00327924 Friends of Jim Maloney Name of Employer Date (month, Amount of Each A. Full Name, Mailing Address and ZIP Code day, year) Receipt this Period Self Employed Thomas F. Draper, MD 8/15/98 900.00 41 Tauton Lake Road Newtown, CT 06470 Occupation Receipt for: Primary General Physician Aggregate Year-To-Date \$ 1,500.00 Other (specify): Date (month, Name of Employer Amount of Each B. Full Name, Mailing Address and ZIP Code Receipt this Period day, year) Cohen. Radish Allyne Kadish 8/15/98 300.00 O'Bernier & Rice 178 Roseland Avenue Waterbury, CT 06710 Occupation Receipt for: Primary x Bookkeeper Aggregate Year-To-Date 300.00 Other (specify): Date (month, Amount of Each Name of Employer C. Full Name, Mailing Address and ZIP Code Receipt this Period United Technologies day, year) Eugene Buckley 8/15/98 2,000.00 25 Adirondack Trail Easton, CT 06612 Occupation General X Primary Executive Receipt for: Aggregate Year-To-Date 2,000.00 \$ Other (specify): P\$1,000,G\$1,000 Date (month, Amount of Each D. Full Name, Mailing Address and ZIP Code Name of Employer day, year) Receipt this Period Above contri earmarked thru: *** United Technologies Corp PAC 1401 Eye Street, NW, Ste 600 Occupation Washington, DC 20005 General Primary Receipt for: Approprie Year-To-Date Other (specify): Date (month. Amount of Each Name of Employer E. Full Name, Malling Address and ZIP Code Receipt this Period day, year) Self Employed Anthony Borrelli 100.00 8/4/98 2 old New Milford Road Brookfield, CT 06804 Occupation General x Primary Receipt for: <u>Physician</u> 350.00 Aggregata Year-To-Data \$ Other (specify): Date (month, Amount of Each Name of Employer F. Full Name, Mailing Address and ZIP Code day, year) Receipt this Period Frances Dibner 8/3/98 150.00 8 Powder Horn Hill Road Wilton, CT 06897 Occupation Receipt for: Primary Ganacai Retired Aggregate Year-To-Date \$ 400.00 Other (specify): Date (month, Amount of Each Name of Employer G. Full Name, Mailing Address and ZIP Code Receipt this Period day, year) Self Employed Julian Gregory 8/4/98 200.00 190 old Ridgefield Road 8/25/98 200.00 Wilton, CT 06897 Occupation Primary Attorney Receipt for: Aggregate Year - To-Date 750.00 \$ Other (specify):



September 30, 1998

Mr. Eugene Buckley

VIA FACSIMILE: (203) 386-3555

Dear Mr. Buckley:

Thank you for your recent carmarked contribution of \$2,000 to Congressman Maloney's re-election effort. Your continuing help and support are greatly appreciated.

As this contribution was received after the cutoff date for the primary campaign, we can only accept the \$1,000 maximum contribution for the general election. These resources are still very valuable to us. Your signature below will authorize our committee to designate the remaining portion of your contribution to the small debt that remains ourstanding from the victorious Maloney-Congress-96 campaign. Please be aware that if you do not wish to redesignate the remaining \$1,000, you are entitled to a refund.

As our fundraising quarter ends today, I would ask that you sign this and return it by fax to (203) 757-4614, if possible. The original copy should be returned via mail to: Friends of Jim Maloney, 1325 E. Main Street, Suite 12, Waterbury, CT 06705.

Please do not hesitate to call me at (203) 757-4683 should you have any questions, or need any additional information. Once again, thank you for your support.

Yours duty

Meg Pansey

Finance Director

Signanne:

Date:

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Pold for by Friends of Jan Malarey

1325 East Main Street - Suite 12 - Washdury: CT 06705 - Tel. (203) 757-4683 - Fac (203) 737-4614

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REPORT OF RECEIPTS AND DISBURSEMENTS

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	Friends of Jim Maloney			
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